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BOSTON PUBLIC LIBRARY

MEMORANDUM

June 29, 1989

TO: BOSTON REDEVELOPMENT AUTHORITY AND
STEPHEN COYLE, DIRECTOR

FROM: ANTHONY A. WILLIAMS, ASSISTANT DIRECTOR FOR NEIGHBORHOOD
HOUSING AND DEVELOPMENT
PAMELA WESSLING, DEPUTY DIRECTOR FOR URBAN DESIGN
AND DEVELOPMENT
LAVAL S. WILSON, JR., SPECIAL ASSISTANT

SUBJECT: PUBLIC HEARING ON A DEVELOPMENT IMPACT PROJECT PLAN AND
PLANNED DEVELOPMENT AREA PLAN FOR ONE LINCOLN STREET AND
FOR A DEVELOPMENT IMPACT PROJECT PLAN, MASTER PLAN AND
PLANNED DEVELOPMENT AREA PLAN FOR RUGGLES CENTER

EXECUTIVE

SUMMARY:

This memorandum requests that with regard to a proposal to redevelop the Kingston-Bedford garage and Lincoln-Essex parking lot downtown and the Southwest Corridor Parcel 18 in Roxbury, that the Boston Redevelopment Authority (1) make findings, in accordance with Parcel to Parcel Linkage Program Project I, required for the approval of, and approve, a Development Impact Project Plan and Planned Development Area Plan for One Lincoln Street and for a Development Impact Project Plan, Master Plan, and Planned Area Plan for Phase I of Ruggles Center, (2) approve minor modifications to the Campus High School Urban Renewal Area Plan and Land Use Map and the South End Urban Renewal Plan, Reuse Parcel Map, Land Use Map, and Property Map; (3) authorize the Director to take all actions and to execute all documents deemed necessary and appropriate for the disposition and development of One Lincoln Street and Ruggles Center, including the Sale and Construction Agreement for One Lincoln Street, the Conveyance and Construction Agreement for Ruggles Center, and the Memorandum of Understanding regarding Community Benefits. Specific actions are subject to the terms and conditions outlined in the attached resolution.

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PARCEL TO PARCEL LINKAGE I

Metropolitan/Columbia Plaza Venture, which received tentative designation from the City and the Massachusetts Bay Transportation Authority to redevelop the Kingston Bedford garage and Lincoln-Essex parking lot downtown and Southwest Corridor Parcel 18 in Roxbury, requests authorization to establish two joint ventures to carry out the projects envisioned in Parcel to Parcel Linkage Program Project I. The new entities, Kingston Bedford Joint Venture and Ruggles Center Joint Venture, each request approval of zoning plans necessary to complete the projects.

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PARCEL-TO-PARCEL LINKAGE I

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The two developments, known as One Lincoln Street and Ruggles Center, are the first in the City's Parcel to Parcel Linkage Program. The development of One Lincoln Center is linked to and makes possible the development of Ruggles Center, thus triggering a critical mass of growth activity in an area which may not otherwise attract investment. The development of Ruggles Center will serve as the anchor to build a new service-oriented neighborhood economy in Roxbury and act as a catalyst to raise living standards of residents through the creation of new jobs and community development programs. Furthermore, the Ruggles Center development will stimulate additional development and inner city renewal in Roxbury and the Southwest Corridor.

For the Chinatown community the development of One Lincoln Street as part of the Program will strengthen the existing economy by providing opportunities for neighborhood business expansion and offering Chinatown residents diverse job opportunities.

Both communities will benefit from housing and job training linkage, a community development fund, child care facilities and other community benefits programs. In addition to these benefits, the joint ventures developing One Lincoln Street and Ruggles Center include community-based investors and non-profit organizations, thereby promoting equity participation by community developers. The projects will also create opportunities for minority and women enterprises by establishing a minimum participation goal by minority and women businesses in all project construction contracts and professional technical services budgets.

ONE LINCOLN CENTER

Development Program

Kingston Bedford Joint Venture (KBJV) is seeking approval of a Development Impact Project Plan and Planned Development Area Plan for One Lincoln Street, a mixed use development consisting of an office building with both a low-rise element and a tower. Retail uses will be located on the lower floors. One Lincoln Street also includes an underground parking garage containing parking for up to 920 cars on five levels. The development, sited on 74,082 square feet, is approximately 952,000 square feet of gross floor area. The low-rise component has a height of approximately 101 feet and the tower has a height of approximately 465 feet.

The developer anticipates that construction of One Lincoln Street will commence in first quarter of 1990. It is currently contemplated that the building will be completed by the end of 1993. A fact sheet is appended for your reference in Tab 3.

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Site Description

One Lincoln Street will be located within the parcel of land in Boston, bounded by Kingston Street, Bedford Street, Essex Street, the John F. Fitzgerald Expressway and Lincoln Street (other than the portion of said land occupied by 88 Kingston Street, 105 Bedford Street and the portion of Columbia Street adjacent to 105 Bedford Street). The project is described in the Development Plan.

Open Spaces and Landscaping

One Lincoln Street will include a series of ground floor lobbies, passages, and public spaces which incorporate retail shops. KBJV intends to construct a four-story landscaped and sky-lit atrium which extends upward from the second floor above the central public space. A community exhibition area is proposed to be included in the development of the public atrium area. KBJV will also landscape the sidewalk area surrounding the building, pave the sidewalk area with brick pavings with granite curbs, provide acorn lighting fixtures and street trees, and preserve the existing granite slabs in the sidewalk area.

If and when the City widens Essex Street, a project which would necessitate the demolition of 88 Kingston Street, KBJV has committed to landscape that corner site as well.

RUGGLES CENTER

Development Program

Ruggles Center Joint Venture (RCJV) is applying for Planned Development Area designation for the site. Because Ruggles Center is a phased project on more than five acres of land, RCJV requests approval of a Master Plan which outlines the general concept, phasing, and density for the entire project. The Master Plan also satisfies the zoning code requirement for a Development Impact Project Plan. As plans for each phase progress, RCJV will submit a Development Plan for each phase. At this time, RCJV is submitting the Development Plan for Phase I.

The total project may include three office buildings, a hotel, a parking garage, and child care and retail space. The project, when completed, will be approximately 1,220,000 square feet of gross floor area with building heights varying from 96 feet to 178 feet to the top of the last occupiable floor. A central plaza will be the focal point of Ruggles Center with a series of retail uses and building lobbies opening onto the plaza.

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Site Description

The development site for Ruggles Center consists of 5.10 acres located in Roxbury, bounded by Ruggles Street, Tremont Street, Melnea Cass Boulevard and land owned by the Massachusetts Bay Transportation Authority (MBTA). The development site for Phase I consists of 2.96 acres. A plan depicting the site and the Phase I site is attached in the Development Plan for Phase I.

The developer proposes to commence construction of Phase I in October of 1989. Phase 1 of Ruggles Center involves the construction and development of three distinct elements of the Master Plan: a plaza, an office/retail building, and a free standing parking garage. As part of the development of Phase 1, the Applicant will improve that portion of Columbus Avenue Extension located in Phase I and the sidewalks abutting the office/retail building and the garage.

It is estimated that the construction of the subsequent buildings on Ruggles Center will occur during the period 1991 to 1996.

Open Spaces and Landscaping

A central plaza on axis with the principal facade of Ruggles Station will be the focal point of the project. The boundaries of the plaza are set forth on the plaza plan attached as Exhibit C of the Development Plan. The plaza will be constructed by the developer for the benefit of the general public, subject to the receipt by the developer of a two million dollar grant from the City for the cost of designing and constructing the plaza. With a series of retail uses and building lobbies opening onto the plaza located in front of the Ruggles Station entrance, it is anticipated that the plaza will become a hub of pedestrian activity.

COMMUNITY PROCESS

The Parcel 18 and Kingston Bedford sites are available for development as the result of an extensive community participation process.

In 1985 Mayor Raymond Flynn, Governor Michael Dukakis and the Parcel 18 + Development Task Force signed an agreement to link the development of Parcel 18 to that of a major downtown site -- the City owned Kingston Bedford garage. That agreement established the BRA as the agent for the State, the City, and the MBTA in order to carry out the project.

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In June of 1987, the City and MBTA selected Columbia Plaza Associates (CPA) to serve as the minority partner for both the Parcel 18 and Kingston Bedford projects. Columbia Plaza Associates is a partnership of Asian American, Black, and Hispanic entrepreneurs. The partnership also includes community-based investors and organizations.

Columbia Plaza, in turn, selected Metropolitan Structures as its partner from a field of three nationally prominent developers. The two entities then formed Metropolitan/Columbia Plaza Venture. CPA holds a fifty percent equity position in the project.

The Parcel 18+ Development Task Force and the Chinatown/ South Cove Neighborhood Council have worked diligently with the BRA to develop the Parcel-to-Parcel Linkage Program and to advise the BRA on all aspects of these projects, including developer selection.

The Roxbury and Chinatown groups are included in the Parcel-to-Parcel Linkage Advisory Panel. Also participating in the panel are: the BRA, the MBTA, the City of Boston Real Property and Public Facilities Departments, the Governor's Office of Economic Development, and the Mayor's Office of Jobs and Community Services. Metropolitan/Columbia Plaza Venture has worked closely with the Advisory Panel to shape the direction of the two projects and, in particular, to refine a benefits package for the communities.

PUBLIC BENEFITS

In keeping with the objectives of the Parcel-to-Parcel Linkage Project 1 and recent and proposed amendments to the Boston Zoning Code, Metropolitan/Columbia Plaza Venture has proposed an extensive public benefits package that includes programs to build affordable housing, fund job training programs, stimulate minority business opportunities, and provide child care facilities.

KBJV and RCJV have been negotiating a Memorandum of Understanding with the Boston Redevelopment Authority, the Parcel 18 + Development Task Force, and the Chinatown / South Cove Neighborhood Council which describes in detail the public benefits. A copy is attached as Tab 8 in the One Lincoln Street Book and Tab 9 for the Ruggles Center Book. A summary is included below.



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Community Development Fund

A community development fund will be established through the Parcel-to-Parcel Linkage I Program. The developer will contribute to the fund: 10 percent of the developer's fee from both projects and a percentage of the net operating income and refinancing and resale proceeds from Parcel 18. In addition, the developer will capitalize the fund with at least two million dollars to be paid no later than the date of building permit for One Lincoln Street and with fixed annual payments of \$800,000 for a period of 10 years. This ten million dollar payment will be contributed from the One Lincoln Street project. In addition, KBJV will provide five percent of net refinancing and sales proceeds for various public programs and projects. One million dollars of this contribution is earmarked for the community development fund.

Monies from this fund can be used to support community development in various areas of special needs, such as venture capital for new businesses, expansion of existing establishments, physical improvements and beautification, and social services. It is estimated that ten to fifteen million dollars will be generated for this fund.

Contributions to the fund from One Lincoln Street will be distributed so that one third of the money is earmarked for the benefit of Chinatown, one third for Roxbury, and one third to be allocated citywide through a competitive process.

Housing Linkage

The developer intends to make its Housing Linkage contribution by means of the Housing Creation Option. One Lincoln Street generates approximately \$4,300,000 in housing linkage and the full development of Ruggles Center will generate approximately \$4,300,000. The contributions from both projects total \$8.6 million. It is currently anticipated that the total proceeds from both projects will be distributed equally to benefit the development of affordable housing units in Roxbury and Chinatown.

With respect to One Lincoln Street, the developer will make an advance payment of one million dollars with the balance paid as a lump sum payment no later than ninety days after the Building Permit Date for the structure of the project. With respect to Ruggles Center, the developer will make its Linkage Payment as a lump sum payment, to be paid up front no later than the Building Permit Date for the structure of the project.

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Jobs Linkage

One Lincoln Center will generate approximately \$900,000 in jobs linkage and Ruggles Center will generate approximately \$900,000. The Jobs Payment shall be designated in a manner to ensure that the contributions benefit the Chinatown and Roxbury communities equally.

Child Care Facilities

Kingston Bedford Joint Venture will provide, on-site or off-site, child care facilities in Chinatown for a total of 100 children. Ruggles Center Joint Venture will provide, on-site or off-site, child care facilities in Roxbury for a total of 100 children. The developers will work with the City and community groups to design appropriate child care programs.

\$400,000 Challenge Grant

Kingston Bedford Joint Venture will make available \$400,000 as a challenge grant, subject to being matched on a two-for-one basis by public or private sources, for developing minority capacity to obtain management level positions in the real estate industry. A portion of such funds shall be used to expand existing programs which provide practical education, training and certificates in a variety of real estate professions, such as property management, appraisal, brokerage and development. Even if matching funds are not found after a period of time, the developer will make its contribution to real estate training for minorities.

Neighborhood Business Opportunities

The developer will provide opportunities for neighborhood businesses that are interested in expanding their operations and to individuals entrepreneurs who are interested in starting new businesses. The development team has proposed several programs to help provide opportunities for neighborhood businesses and entrepreneurs.

Construction Jobs

Kingston Bedford Joint Venture and Ruggles Center Joint Venture shall each cause the general contractor for their respective projects, to the best of the contractor's ability, to grant preference in hiring Boston residents during the construction period. The developers have agreed to achieve the standard of fifty percent residents, thirty percent minorities and ten percent women for the work force on the construction of project.

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Permanent Jobs

Kingston Bedford Joint Venture and Ruggles Center Joint Venture will make good faith efforts to encourage tenants of the projects to hire Boston residents for new job openings, will become signatories to the Boston Compact, and will participate in the Private Industry Council's Summer Jobs Program, in addition to activities specified in the Memorandum of Understanding for Community Benefits.

Technical Assistance & Outreach to MBE/WBE

The developers will jointly hire a staff person who will coordinate community benefits and will have as one of his or her major responsibilities the outreach and liaison work required to attract MBEs and WBEs during the preconstruction phase and all other development phases of each project. The proponents will each spend time within the community encouraging and recruiting MBEs and WBEs to participate in the projects.

MBE Retail

Ruggles Center Joint Venture and Kingston Bedford Joint Venture have each set as a minimum goal the leasing of thirty (30%) percent of the total leasable square footage of all retail space in Ruggles Center and One Lincoln Street, respectively, to MBEs and will use best efforts to market such retail space to MBEs. To reach this goal the proponents each intend to work with local retail merchants and established merchant associations within geographic proximity to their respective projects to ensure that local merchants are aware of retail space opportunities and have the first opportunity to locate to Ruggles Center and One Lincoln Street.

Incubator Space

Ruggles Center Joint Venture will work with the Advisory Panel to develop a business incubator program in a phase of Ruggles Center to be designated by Ruggles Center Joint Venture. The goal of the business incubator program is to provide opportunities at relatively low costs for existing or start-up businesses to explore new ideas and business operations. The developer will provide financial assistance to the business incubator for space planning and build-out of the business incubator operations.

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DEVELOPMENT REVIEW REQUIREMENTS

One Lincoln Street

The project is subject to the Development Review Requirements of Article 31 of the Boston Zoning Code, including the submission of Environmental Impact Reports in accordance with State regulations. The Secretary of the Executive Office of Environmental Affairs issued a Certificate of Adequacy for the Draft Environmental Impact Report in May 1989. The developer intends to submit the Final Environmental Impact Report in August.

Therefore, it is recommended that final approval be subject to the satisfactory mitigation of the project's impacts, as determined by the BRA through its Adequacy Determination. It is requested that the BRA Board authorize the Director to issue the Adequacy Determination upon completion of the review by the BRA of the Draft and Final Project Impact Reports.

Ruggles Center

The Project is subject to Development Review Procedures of the BRA and the State's environmental review process. The Secretary of the Executive Office of Environmental Affairs issued a Certificate of Adequacy for the Draft Environmental Impact Report in May of 1989. The developer intends to submit the Final Environmental Impact Report in August. Therefore, it is recommended that final approval be subject to the satisfactory mitigation of the project's impacts, as determined by the BRA.

PLANNED DEVELOPMENT AREA / DEVELOPMENT IMPACT PROJECT REQUIREMENTS

One Lincoln Street

Kingston Bedford Joint Venture has requested several actions from the BRA Board necessary for the project to proceed. Because the developer is seeking a PDA zoning designation for the site, a Development Plan is required to be submitted and approved by the BRA Board. In addition, Article 26A of the Boston Zoning Code requires that the Board approve a Development Impact Project ("DIP") Plan which outlines the linkage obligation of the Kingston Bedford Joint Venture. These two documents, the Development Plan and DIP Plan, are combined into a single document and attached in Tab 5 to this memorandum for the Board's approval.

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A Cooperation Agreement (in relation to the Development Plan) and DIP Agreement (in relation to the DIP Plan) are also appended in Tabs 7 and 6 respectively. The developer requests that the BRA Board authorize the Director to enter into these agreements substantially in the form appended, thereby making enforceable the provisions of the Development Plan and DIP Plan.

Pursuant to Article 27D, new zoning regulations for the portion of the Downtown IPOD which includes the site, the South Station Economic Development Area, are pending approval by the City. Within the South Station Economic Development Area, the site is located in an area designated as the Parcel-to-Parcel Linkage Development Area. One Lincoln Street complies with the requirements applicable within the Parcel-to-Parcel Linkage Development Area, that proposed buildings be in substantial accord with maximum building height of 465 feet and a maximum FAR of 14.0.

Ruggles Center

Ruggles Bedford Joint Venture has requested several actions from the BRA Board necessary for the Project to proceed. Because the developer is seeking a PDA zoning designation for the site based upon a Master Plan, the plan must be submitted and approved by the BRA Board. In addition, because the Developer is seeking to proceed with Phase I of the Ruggles Center, a Development Plan for Phase I is required to be submitted and approved by the BRA Board. Further, Articles 26A and 26B of the Boston Zoning Code require that the Board approve a Development Impact Project (DIP) Plan which outlines the linkage obligation of the Ruggles Bedford Joint Venture. The Master Plan and DIP Plan are combined into a single document and attached in Tab 5 of this memorandum for the Board's approval. The Development Plan for Phase I is also attached in Tab 6 of this memorandum for the Board's approval.

A Cooperation Agreement (in relation to the Development Plan) and DIP agreement (in relation to the DIP Plan) are also appended in Tabs 8 and 7 respectively. The developer requests that the BRA Board authorize the Director to enter into these agreements substantially in the form appended, thereby making enforceable the provisions of the Development Plan and DIP Plan.

SALE & CONSTRUCTION AGREEMENT (One Lincoln Street)

One Lincoln Street will be constructed in part on land owned by the City, including the Kingston Bedford garage site, the Lincoln Essex lot, and portions of Columbia Street. The total area of the City owned land is 50,172 square feet. To govern the transfer of land to KBJV, it is necessary for the City, KBJV, and the BRA to enter into a

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Sale and Construction Agreement. The property was subject to two appraisals which valued the land at \$13.6 million dollars and \$14 million dollars. In accordance with the Agreement, KBJV will pay \$15 million dollars for the City - owned land. In addition, the Sale and Construction Agreement will include provisions whereby KBJV will pay over time as a percent of profits one million dollars to the City's Neighborhood Parking Fund, \$700,000 for land acquisitions to widen Essex Street and an additional one million dollars to the Community Development Fund. If Essex Street is widened, the developer will also commit, through the Sale and Construction Agreement, to construct a park in place of 88 Kingston Street, and to provide a portion of the land needed for the widening.

CONVEYANCE & CONSTRUCTION AGREEMENT (Ruggles Center)

Ruggles Center will be constructed on land owned by the MBTA which will be transferred to the BRA for ten dollars per square foot for sale or lease to RCJV. A Conveyance and Construction Agreement, to be executed amongst the developer, the MBTA and the BRA, and the Development Agreement which was executed amongst MCPV, the MBTA, and the BRA, defines the terms of the transfers.

URBAN RENEWAL MODIFICATIONS

Ruggles Center

The proposed development of Ruggles Center necessitates minor modifications to the Campus High Urban Renewal Plan and the South End Urban Renewal Plan. These actions are described in greater detail below. In the opinion of the General Counsel, such proposed modifications are minor and do not substantially or materially alter these Plans.

Campus High Urban Renewal Plan

Implementation of the project will require minor modifications of the Land Use Plan for the Campus High School Urban Renewal Area. The Parcel 18 Site is located within the Campus High Urban Renewal Area. At the time of adoption, the Parcel 18 Urban Renewal Area was designated for open space and the construction of the Southwest Expressway. Since the Authority no longer intends to utilize this area for these uses, the Land Use Map should be amended to allow the property to be used for mixed use: general office and general business.

June

South End Urban Renewal Plan

Implementation of the project will require minor modifications to the South End Urban Renewal Plan. A portion of the Parcel 18 Renewal Area is designated as Reuse Parcel No. X13 on the map titled "Map 3, Reuse Parcels, South End Urban Renewal Area, R-56" which was incorporated in the South End Urban Renewal Plan in 1965.

Since the Authority no longer intends to utilize this area for the purposes shown on the Land Use Map, the Land Use Map should be amended to allow the property to be used for mixed use: general office and general business. Further, the development of the Parcel 18 Site will remain subject to development review by the Authority. The reuse Parcel Map should be amended to remove such portion of the Parcel 18 Urban Renewal Area from Reuse Parcel No. X13.

CONCLUSION

Attached in Tab 4 of this memorandum are Resolutions of the Boston Redevelopment Authority regarding the applications of KBJV and RCJV for planned development area and development project approval for One Lincoln and Ruggles Center respectively. This document incorporates the extensive public and BRA review process and presents findings which conclude that the proposed PDA designation and plans and DIP Plans for the Projects satisfy the Code and that the Development Plan and DIP Plan for One Lincoln Street and the Master Plan/DIP Plan and the Development Plan for Ruggles Center "conform to the general plan for the city as a whole"; and are not "injurious to the neighborhood or otherwise detrimental to the public welfare"; and otherwise satisfy the applicable requirements of the Code. Also attached are resolutions regarding the minor modifications to the Campus High School Urban Renewal Plan and the South End Urban Renewal Plan.

MEMORANDUM
PARCEL-TO-PARCEL LINKAGE I

JUNE 29, 1989

An appropriate vote follows:

VOTED: That the Authority hereby adopts the above-mentioned Resolutions entitled:

(i) "Resolution of the Boston Redevelopment Authority Regarding One Lincoln Street Development Plan and Development Impact Project Plan" and dated June 29, 1989, consisting of 19 pages, and the Authority specifically adopts the findings incorporated therein, and specifically adopts the Resolves that are outlined in the last 4 pages of said Resolution; and

(ii) "Resolution of the Boston Redevelopment Authority Regarding Ruggles Center Master Plan and Development Impact Project Plan and Development Plan for Phase 1" and dated June 29, 1989, consisting of 16 pages, and the Authority specifically adopts the findings incorporated therein, and specifically adopts the Resolves that are outlined in the last 4 pages of said Resolution; and

(iii) "Resolution of the Boston Redevelopment Authority Re: Proclaimer of Minor Modifications to the Campus High School Urban Renewal Plan, Project No. 129", and dated June 29, 1989, consisting of 2 pages, and the authority specifically adopts the findings incorporated therein, and specifically adopts and Resolves that are outlined therein; and

(iv) "Resolution of the Boston Redevelopment Authority RE: Proclaimer of Minor Modifications to the South End Urban renewal Plan, Project No. R-56", and dated June 29, 1989 consisting of 2 pages, and the Authority specifically adopts the Resolves that are outlined in the last page of said Resolution.

